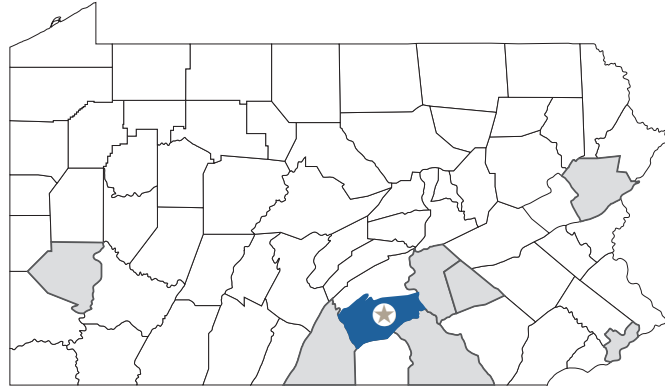


PENNSYLVANIA MILITARY INSTALLATIONS // IMPACTS



CARLISLE BARRACKS & THE ARMY WAR COLLEGE

CARLISLE, CUMBERLAND COUNTY





This report was produced by the University of Pittsburgh Center for Social and Urban Research (UCSUR) and financed by a grant from the Pennsylvania Military Community Enhancement Commission, Pennsylvania Department of Community and Economic Development, with additional funding support from Team PA.

June 2018



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This report is part of the Pennsylvania Military Community Enhancement Commission-sponsored study of the economic impacts of Pennsylvania's military and defense installations. The aim of the project is to aid the Commission and the Commonwealth of Pennsylvania in understanding the economic and strategic value of its major military installations regionally and nationally, as well as their ties to surrounding communities and Pennsylvania industry.

INTRODUCTION

The Garrison at **Carlisle Barracks** (Cumberland County, Pennsylvania) is home to the **U.S. Army War College** (USAWC) and the U.S. Army Heritage and Education Center (USAHEC). The Army's Dunham Medical Clinic is also located at the installation and serves as a regional medical center supporting Active Duty and retired service members across Central Pennsylvania.

USAWC is the Army's senior service college, the capstone in the continuum of training and education provided to competitively-selected senior career military officers in the grade of Lieutenant Colonel and Colonel. The majority of resident students are enrolled in a 10-month course that leads to a master's degree in strategic studies. Students include Active, Reserve, and Guard officers from all services. In addition, high-level government civilians and military International Fellows from 80 counties attend USAWC. Military officers and federal civilian employees also take part in USAWC's

Distance Education Program. Graduates of the two-year distance education program can earn a master's degree in strategic studies and meet Department of Defense (DoD) Joint Professional Military Education (JPME) requirements. Resident programs have almost 400 enrollees while 800 students are enrolled in distance education.

USAWC also serves as the Army's center for strategic analysis and general officer education. The Army Strategic Education Program was formalized in 2017 and runs Professional Military Education—both at Carlisle Barracks and as mobile training at major Army installations—for the entire population of Army general officers. Major programs include the Center for Strategic Leadership, which provides strategic wargaming exercises for senior Army leadership throughout the year; the Strategic Studies Institute; and the Peacekeeping and Stability Operations Institute.

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Other specialized short-term training programs hosted by USAWC include the Combined/Joint Force Land Component Commander Course (C/JFLCC) and the Nominative Leader Course (NLC). The C/JFLCC Course originated in 2003, directed by the U.S. Army Chief of Staff to build upon the positive lessons of Army and Marine Corps cooperation during overseas contingency operations. The NLC is a two-week course designed to prepare Command Sergeants Major (CSM) for duties as CSMs of major Army commands.

These education and research efforts are complemented by the co-location of the USAHEC at Carlisle Barracks. USAHEC supports the Army Heritage Museum as well as the USAWC Library and today incorporates the U.S Army Military History Institute. The Institute operates the Army's central historical archival repository, managing and executing the archival mission for historical materials pertaining to military and U.S. Army history and manages the Department of the Army's directed oral history programs: the Senior Officer Oral History Program and Division Command Lessons Learned. ✪

BACKGROUND & HISTORY

Carlisle Barracks' history as a military encampment dates at least to the French and Indian War when the area was used as staging ground for British and American troops preparing to engage French forces in Western Pennsylvania. The site, then named "Washingtonburg," was designated by the Continental Congress as an ordinance center in 1777. During what became known as the Whiskey Rebellion, Carlisle became a center for mobilization of approximately 14,000 federal troops before President Washington led them into Western Pennsylvania.¹

The site was owned by the Penn family but rented free of charge to Pennsylvania between 1755 and 1801. The original Army post at Carlisle Barracks consisted of 29 acres acquired by the War Department in 1801.² For 23 years prior to the outbreak of the Civil War, Carlisle served as the home of the Army's Calvary School. In 1863, the site was briefly occupied and burned by Confederate troops just before they engaged with Union Troops at the Battle of Gettysburg.

The site was turned over to the Interior Department in 1870 for use as the Carlisle Indian Industrial

School, which opened in 1879. The Interior Department expanded the site by 109 acres in 1897 and an additional 175 acres in 1901. Upon the U.S. entry into World War I, the expanded site reverted back to the War Department. During the war, the installation served as a rehabilitation hospital and in 1920 became home to a new Medical Field Service School for Active Duty, Reserve, and National Guard medical officers. The school was responsible for multiple innovations in combat medicine, including the development of the "Carlisle Bandage," eventually carried by most soldiers during World War II.³ The Medical Field Service School was moved to Fort Sam Houston in 1946. Since 1951, Carlisle Barracks has primarily been the home of USAWC.

USAWC initially began operation in 1901 at the Washington Barracks in the District of Columbia (currently Fort McNair). The institution suspended operations during World War I and again in 1940. Following World War II, USAWC was reestablished at Fort Leavenworth, Kansas in 1950, and the following year was relocated to Carlisle Barracks in October 1951. ✪

ECONOMIC IMPACT

This report estimates the total economic impact of Army operations at Carlisle Barracks accruing within the State of Pennsylvania and an estimate for the local economic impact within Cumberland County. The IMPLAN model was used to estimate the direct, indirect, and induced impacts generated by the ongoing operations at USAWC, including USAHEC and the Army’s Dunham Medical Clinic. Direct impacts are the employment and spending by Army organizations located at Carlisle Barracks, which includes the impacts of resident students enrolled in USAWC programs. Indirect impacts, sometimes called intermediate impacts, are generated by the supply chain purchases of these organizations. Induced impacts derive from the spending patterns of civilian employees and service members at Carlisle Barracks and other workers whose jobs are generated by operations at the installation.

This economic impact analysis quantifies the potential impact on employment and economic output of operations at Carlisle Barracks. This could be interpreted as the result if USAWC was disestablished and all operations at Carlisle Barracks were relocated outside of Pennsylvania. USAWC staff provided data and personnel, payroll, and expenditures for the 2015–16 federal fiscal year; results reflect economic impact over that period.

The total economic impacts generated by Army operations at Carlisle Barracks, broken down by direct, indirect, and induced sources include: (see Table 1)

- A total of 2,868 jobs within the state of Pennsylvania, generating over \$229 million in labor income annually.
- \$521 million in overall economic output within Pennsylvania. Just under \$434 million of this was estimated to be Gross Regional Product (GRP), or value-added production, generated within the state. 🌟

TABLE 1

ECONOMIC IMPACT SUMMARY – THE ARMY WAR COLLEGE AT CARLISLE BARRACKS

| | IMPACT TYPE | EMPLOYMENT | LABOR INCOME | VALUE ADDED | OUTPUT |
|---------------------------|------------------------|------------|----------------|----------------|----------------|
| CUMBERLAND COUNTY | Direct Effect | 1,578 | \$ 168,546,671 | \$ 327,081,578 | \$ 339,721,971 |
| | Indirect Effect | 198 | \$ 8,543,965 | \$ 18,302,744 | \$ 29,071,618 |
| | Induced Effect | 924 | \$ 41,849,403 | \$ 70,906,808 | \$ 119,588,450 |
| | Total Effect | 2,700 | \$ 218,940,039 | \$ 416,291,130 | \$ 488,382,039 |
| PENNSYLVANIA TOTAL | Direct Effect | 1,578 | \$ 168,546,671 | \$ 327,081,578 | \$ 339,721,971 |
| | Indirect Effect | 262 | \$ 12,987,182 | \$ 25,833,367 | \$ 43,949,308 |
| | Induced Effect | 1,028 | \$ 48,053,616 | \$ 81,012,372 | \$ 138,194,210 |
| | Total Effect | 2,868 | \$ 229,587,470 | \$ 433,927,317 | \$ 521,865,489 |

TABLE 2

SWOT THEMES – THE ARMY WAR COLLEGE AT CARLISLE BARRACKS

STRENGTHS

- **Proximity to Washington, D.C./Pentagon**
- **International Outreach**
- **Career Faculty and Staff Specialized in Strategic Analysis and Research**

WEAKNESSES

- **Federal Pay Limitations**
- **Lack of Jointness**

OPPORTUNITIES

- **Leveraging of Foundation Support**

THREATS

- **Potential Efforts to Consolidate Army Officer Education Programs**

COMPETITIVE ASSESSMENT

The sections that follow originate from an analysis of strengths, weaknesses, opportunities, and threats (SWOT) at USAWC. Strengths and weaknesses include attributes, assets, or factors that are internal to the installation. Threats are external factors that are harmful to, or create vulnerabilities for, the installation. Opportunities offer ways to mitigate threats and weaknesses and/or reinforce and expand on the installation's strengths. The SWOT analysis is summarized in Table 2 and aspects of the analysis are described throughout the following sections.

One of the key advantages of Carlisle Barracks as a location for USAWC is its proximity to Washington, D.C. Within 100 miles from the Pentagon, visitors from D.C. or Northern Virginia can easily reach Carlisle by car or air. Students can regularly travel to D.C., individually or as part of a group, when required. As the Army's center for advanced leadership education, the ability for students and staff to directly interact with

Army and DoD leadership is crucial for USAWC's education, research, and directed policy and planning missions.

As with all institutions of higher education, a principal strength of USAWC is the core faculty and staff. The key areas of research specializations among USAWC staff are critical to supporting Army and Defense Department needs; many are concentrated in unique areas that are difficult to find elsewhere either within the defense establishment or at civilian institutions.

As part of its core education mission, USAWC has become a pillar for international military education by hosting students from a wide range of partner nations. The USAWC International Fellows program began with six students enrolled in the 1977–78 academic year and has expanded to 80 students in recent classes. By hosting senior military leaders, many of whom go on to much higher level strategic leadership roles in their home countries, USAWC is instrumental in building bi-

lateral and multilateral ties with allied foreign military services. USAWC's continuing role in international education is critical to enhancing DoD coalition efforts around the world. International students are typically some of the most competitive officers in their home nations and continue into advanced leadership positions later in their careers. Students are funded either by their awarded governments or through IMET (International Military Education and Training) funding provided by the DoD.

Through the Center for Strategic Leadership, USAWC hosts the premier wargaming facility in the U.S. Army. Centered at Collins Hall, the wargaming complex was built around the relocation of World Wide Military Command and Control hardware from the U.S. European Command in 1993. Today, the facility is an education and technology laboratory supporting senior leader education, research, and strategic communications initiatives. The wargaming infrastructure unique to the facility allows students, faculty, and

staff real-world operational connectivity with major joint theater commands.

The USAWC Foundation, LLC was established in 1977 and has assets in excess of \$12 million, raised by individual and corporate donations. The educational experience of students has been enhanced with foundation funding toward: an endowed chair, visiting professorships, and guest lecturers; the college's National Security Seminar Week; writing awards for students and faculty; texts for the college's professional library; the International Fellows Program; and high-level conferences and exercises.

One ongoing challenge identified by USAWC leadership was the ability of the institution to hire the best civilian talent given federal pay limits. An important role of USAWC in advanced officer education is providing diverse perspectives uniquely provided by civilian faculty and research staff. Competitive hiring is seen as critical to maintaining a diversity in teaching and curriculum that enhances the strategic-level focus of

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Upton Hall, which serves as the headquarters for the U.S. Army Garrison, Carlisle Barracks, and the Peacekeeping and Stability Operations Institute.

Photo courtesy of U.S. Army War College



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USAWC. Staff identified an inability to match pay scales available at some other civilian institutions. The USAWC College Foundation has helped to address this issue in part and foundation funding has directly supported some key staff positions, but the limitations of the federal salary scale remains a weakness for the institution to be competitive with other major research universities.

USAHEC supports the Army Heritage Museum, the USAWC Library and the U.S. Army Military History Institute. Though the Army maintains over 57 individual museums, the Army Heritage Museum is currently the only Army museum that is not mission- or base-specific and is dedicated to telling the story of the American soldier. The museum's tens of thousands of artifacts range from an M60 tank to buttons from the American Revolution. The archival piece of USAHEC's collection includes about 12.5 million documents and 1.7 million photographs. Moreover, the USAWC Library is the largest in the Army with about 500,000 holdings. The USAHEC also has specialized staff, such as two of the Army's only four conservators.

The core of the research collection at the Military History Institute was formed from the collections of USAWC, the National War College and the U.S. Army Command and General Staff College. The Institute was formed as the U.S. Army Military History Research collection in 1967 and renamed the Military History Institute in 1977. Today the collection goes beyond and includes materiel and artifacts from all conflicts that the U.S. Army has participated in since its founding.

The Army Heritage Center Foundation was created in 1999 and provides additional support for the multifaceted missions the USAHEC. The Army Heritage Center Foundation has funded the construction of the public components of the USAHEC including the Visitor and Education Center and the Heritage Center. These facilities were then transferred to the U.S. Army to operate and maintain.

An ongoing challenge identified for the USAHEC is increasing visibility for the museum and education opportunities provided by the center. Though the latest Army Heritage Day attracted over 10,000 visitors, additional opportunities remain for expanding the visibility of the center within Central Pennsylvania and across the Army. A new National Museum of the Army is currently being planned for Fort Belvoir outside of Washington, D.C. Planned to open in 2019, the new museum will create new collaborative opportunities for the existing USAHEC.

The Army has identified excess capacity across its force structure, but there has been no downsizing of the core education mission at USAWC. No Base Realignment and Closure (BRAC) commission final report has ever designated USAWC for relocation, nor any major downsizing at Carlisle Barracks. In preparation for the 1995 BRAC round, a military value assessment (MVA) was made of each of the Army's primary professional schools and their respective installations: The U.S. Military Academy at West Point, The Command and Staff College at Fort Leavenworth, USAWC at Carlisle Barracks, and also included Fort McNair in D.C., which hosts the National Defense University. This MVA "reaffirmed the military value of each academic institution."⁴ None of the institutions, to include USAWC, was selected for further study.

In 2005, the BRAC commission initially considered a proposal for USAWC to be co-located with the Command and Staff College at Fort Leavenworth.⁵ The move was justified by excess capacity identified at Fort Leavenworth and the potential advantages of combining operational and strategic education for the Army at a single location. The U.S. Army opposed the proposed relocation and the final BRAC report did not include the proposal to move USAWC. The 2005 BRAC round emphasized realignments that promoted the coordination of efforts between military services, or jointness, especially for certain training functions.⁶ ✪

CARLISLE BARRACKS & THE CUMBERLAND COUNTY COMMUNITY

The continuing presence of USAWC has developed into extensive integration with its host community of Carlisle, and has provided additional impacts across Cumberland County. Housing on base is available for both staff and students, but a large number of students and all staff live off post. In addition, all international students in-residence at USAWC live off-base, giving students and their dependents additional opportunities for cultural exchange and learning. On-base housing, like most Army housing, has been privatized with private development of housing on garrison land and leased via a public-private partnership and a 50-year lease. Whether living on base or in the community, the amenities available within the greater Carlisle community are a critical factor in maintaining the learning and research environment critical to USAWC's core missions. Quality of life in the greater Carlisle community is a key advantage for the institution and an essential component to its success at retaining staff.

The USAHEC sponsors annual Army Heritage Days, a themed weekend living history event that features reenactors from all eras. The events are open to the public and have attracted growing numbers of visitors. The 2017 Army Heritage Days drew an estimated 10,300 visitors, the highest number ever recorded.

USAWC has become a critical part of the greater Carlisle and Cumberland County community, and in particular its schools. The Commandant is a standing member of the local school board, and the regular rotation of dependent children are enrolled at local schools. Two full-time staff members at USAWC work as liaisons to local school districts supporting the population of dependent children. This integration of students and their families is an important part of the education provided, especially to visiting international students during their time at USAWC.

The Army's Dunham Clinic is a separate tenant at Carlisle Barracks, but is the center for Army medical support in Central Pennsylvania including smaller clinics at the Defense Logistics Agency headquarters in Susquehanna and at the Pennsylvania National Guard installation at Fort Indiantown Gap. The clinic supports over 11,000 enrollees, including not only the local population of Active Duty service members, but also retirees from across Pennsylvania.

Cumberland County maintains an active Local Defense Group — the Cumberland York Area Local Defense Group (CYALDG). CYALDG formed in 2014, as part of a wider regional effort “to coordinate, advocate, develop, and implement recommendations to enhance the military value of the installations in the area.”⁷ Since that time, CYALDG has met on a regular basis and works closely with base leadership across the region, while also coordinating projects and programs across various area government jurisdictions. CYALDG is organized through a large advisory board of state and local elected officials, installation personnel, economic development organizations, and other nonprofit organizations.

Among other things, in 2016, CYALDG — with the support of the Pennsylvania Military Community Enhancement Commission — commissioned a Strategic Positioning Plan, which included a survey of Cumberland, York, and Dauphin county residents about their perception of Carlisle Barracks/USAWC, Defense Distribution Center Susquehanna, and Naval Support Activity Mechanicsburg. The plan highlighted the War College's partnerships with Dickinson College, and the Penn State Dickinson Law School, as well as efforts on behalf of the Carlisle Area School District to aid the children of international fellows at the War College.⁸ CYALDG is also working to improve highway and air access to Carlisle Barracks. ★

LOOKING FORWARD

USAWC has continued to adapt and change as the needs of the Army and the nation's military services have evolved. The institution is considered to be in the "Fourth War College Era," a period that dates to the passage of the Goldwater-Nichols Act and the end of the Cold War.⁹ With those major changes, the strategic focus on the nation's armed services was forced to change and USAWC transitioned into new efforts at providing Joint Education as mandated by the Goldwater-Nichols Act. As the college looks to the future, it will benefit from emphasizing its unique strengths and relying on local and state partners to advocate on its behalf.

- *An enduring strength of USAWC centers on its core instructional and research workforce, which has continued to develop at Carlisle for over six decades. Carlisle provides an attractive and cost-effective location to continue building this core workforce, which will become ever more important as the Army, and the nation, grapple with the most difficult challenges shaping national defense policy formation and strategy. USAWC and USAHEC will benefit from continuing to leverage the support of its affiliated foundations to attract and retain professors, researchers, and archivists.*

- *USAWC has continued to redefine its mission and capabilities in the face of a changing strategic environment. The latest evolution includes the development of expanded senior leader education. These efforts will become more acute as current conflicts wind down. USAWC is uniquely charged within the Army to shape future strategy for Peace and Stability operations.*

- *The ongoing development of CYALDG should be supported and maintained. As is common across many installations, military and federal staff can feel challenged to advocate on their own behalf. At Carlisle Barracks, no major problems in community relations were identified, but continuing enhancement of relations between the installation and the community can lead to greater support should the need arise. The Local Defense Group can also be used to promote and enhance existing commercial ties between USAWC and the local community to include greater participation of local businesses in bidding on federal contracts originating at Carlisle Barracks.*

- *Strategic messaging should encourage the Pennsylvania congressional delegation to emphasize the unique mission of USAWC and USAHEC and the value of maintaining the two institutions at Carlisle where local cost of living and quality of life are critical to maintaining the quality of education and research provided there. ★*

Notes

¹ Judith Hicks Stiehm, *The U.S. Army War College: Military Education in a Democracy* (Philadelphia: Temple University Press, 2002) 87.

² "Report of the Secretary of the Interior; Being Part of the Message and Documents Communicated to the Two Houses of Congress at the Beginning of the Second Session of the Fifty-Second Congress" Volume 2, (Washington: Government Printing Office, 1892) 894-895. goo.gl/6YWBqE

³ John Kurash, "Medical Field Service School," August 10, 2007, army.mil/article/4376/medical_field_service_school

⁴ Department of Defense, "1994 Army Team Lead Desk Material - DoD Report to the 1995 BRAC Commission Vol. III," March 1995, 50, digital.library.unt.edu/ark:/67531/metadc25505/m1/120/?q=%22%22-1


⁵ BRAC 2005 Infrastructure Executive Council (IEC) Meeting Minutes, May 2, 2005, digital.library.unt.edu/ark:/67531/metadc18394/m2/1/high_res_d/BRAC-2005_05096.pdf

⁶ United States Government Accountability Office, "Military Base Realignments and Closures: More Guidance and Information Needed to Take Advantage of Opportunities to Consolidate Training," February 18, 2016, 16-45

⁷ "Cumberland York Area Local Defense Group," accessed January 4, 2018, cumberlandbusiness.com/about-us/local-defense-group

⁸ Michael Baker & Associates, *Strategic Positioning Plan: Cumberland York Area, Pennsylvania*, February 2017

⁹ John M. Cyrulik, "The 'Fifth' Army War College: Preparing Strategic Leaders to Win in a Complex World" (Research Report, Air War College, Air University, 2015)



This report is part of a larger study of the economic and community impacts of Pennsylvania's military and defense installations. Visit the Pennsylvania Military Community Enhancement Commission's website at www.dced.pa.gov/pmcec to see other installation-specific reports and a statewide report.



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